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MANAGEMENT RESPONSIBILITIES AND
ACCOUNTABILITIES IN THE
ONTARIO CORRECTIONAL SERVICES DIVISION.

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**MANAGEMENT RESPONSIBILITIES AND
ACCOUNTABILITIES IN THE
ONTARIO CORRECTIONAL SERVICES DIVISION**

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- 1 List of Documents Reviewed**
- 2 List of Personnel Interviewed**

Executive Summary

This study of Management Responsibilities and Accountabilities was undertaken for the Correctional Services Division, between September 23, 1996 and October 15, 1996. The Report of the extensive Organizational Renewal Project completed by the Correctional Services Division in 1995 was reviewed and the implementation of the Report's recommendations is endorsed.

The decision of the ADM Correctional Service to implement the organization plan in the Report of ARA Consulting Group is supported with some additional suggestions. The need for both an Operational and a Management Committee is questioned. There should be an position reporting to the ADM, responsible for audit and standards compliance. The classification of the Superintendents of the larger institutions appear to be out of line and should be reviewed. There is a need to adapt the Ministry of Correctional Services Act and Regulations in light of the new organizational realities.

The existing management accountability framework is not adequate and very specific suggestions for improvement are made. Performance measures should be developed for both the Division and each cost centre based on each of the Division's formal Objectives. A specific example is presented. A performance accountability regime based on the specific performance measures should be developed. A Divisional financial officer should be put in place reporting to the ADM. A detailed financial budget, based on operational plans, should be developed for each cost centre and a computerized financial network established. The Division should develop the capability to do research, planning and audit.

A rigorous system of audit and inspection should be implemented based upon self audits that are certified by the cost centre manager. Self audit should be based on the material already developed for security. Additional material for other aspects of operations should be developed based on the model/standards of the American Correctional Association (ACA).

The Division should examine a model of accreditation for application to its operations. The model designed by the ACA is described in general detail and would be a useful starting point. It appears that no public sector correctional jurisdiction in Canada has a performance measurement and accountability regime equivalent to that being used in the private sector.

Finally, it is recognized that the many changes both underway within the Division and proposed in this Report will require a significant change in the management culture of the Division. This change will require an intensive program of corrections-related management training.

1. LETTER OF ENGAGEMENT

On September 29, 1996, you accepted our letter of engagement dated September 5, 1996, authorizing a "Review of Management Responsibilities and Accountabilities in the Correctional Services Division". By that letter of engagement it was agreed that "Our report is to contain recommendations for an accountabilities framework including measurable performance indicators for managers which would provide for consistency in service delivery and a 'no surprises' working environment within the framework of Correctional Services Ontario while maximizing local initiative and innovation within an acceptable policy framework".

It is further agreed that our report should be delivered on or before October 15, 1996.

This Report is submitted in fulfillment of that engagement.

2. WHAT WE DID

We interviewed members of the Correctional Services Division (Appendix 1), conducted a literature search on corrections management (Appendix 2), and consulted with corrections professionals from both the public and the private sectors.

We discussed a number of our recommendations with senior staff of the Correctional Services Division and held a concluding meeting with the Deputy Minister.

3. ACKNOWLEDGMENTS

We would like to express our sincere appreciation for the open, prompt and full response we received from the ADM and his staff to any request for information and their positive reaction to discussing innovations.

II The Organizational Renewal Project

The Correctional Services Division has been engaged in a process of rigorous self-examination of all aspects of its operations and structures to improve efficiency, effectiveness, and public safety. In our view the Organizational Renewal Project was a thorough and comprehensive exercise. Focus groups were assembled across the Province engaging all levels of staff and representatives of agencies as well as associations involved in corrections. The Project conducted many consultations with the numerous task groups, committees and operational branches.

Phase I of the process now completed, has produced a comprehensive Report with an extensive list of recommendations (42) designed to fulfill its mandate to "Provide a clear coherent framework to direct the delivery of Correctional Services to the year 2000 and beyond!"

This Report was an important element in our review of management responsibilities and accountabilities in the Correctional Services Division. While specific criteria for developing managerial accountability are discussed later in this Report, the Organizational Renewal Project Report has created very real expectations in the Division, and the senior management of the Division should take very seriously their responsibility for implementing the Project recommendations.

The Project recommendations, too numerous to list here, cover Service Rationalization, Organizational Structure, Progressive Workplace Initiative and the Wider Network of social and human service providers. They are carefully considered, wide ranging and if fully implemented, would in our opinion have a beneficial influence on the Correctional Services Division.

Many of the recommendations are being implemented. The Minister has announced the intention to proceed with important and major recommendations with respect to the Capital Plan. However, there are 42 interrelated recommendations in all and maximum success will be achieved only if all are implemented.

A project control group within the Division should establish an implementation project for each recommendation, complete with demanding milestones. The project control group should then provide the ADM and his streamlined management team with the information needed to ensure vigorous implementation of all recommendations. Such action would make tangible to the entire Division, management's intention to introduce continuous improvement in the Division. This would enhance morale. Employees want to be part of an enterprise that knows where it is going and strives for improvement.

In an organization coping with:

- the ongoing critical incidents to which every correctional service is subject;
- recovery from an unprecedented social contract and a strike;
- a number of significant changes of government;
- changes in Ministers and Deputy Ministers;
- the amalgamation with the Ministry of the Solicitor General;
- financial restraints; and
- management downsizing;

it would be easy to drift into a crisis management mode and neglect long-range issues.

To prevent this, senior management must make a very special effort to keep the enterprise moving forward. An important way to achieve such progress would be to doggedly pursue the implementation of the Organizational Renewal recommendations.

<p style="text-align: center;">RECOMMENDATION 1 IT IS RECOMMENDED THAT THE CORRECTIONAL SERVICES DIVISION IMPLEMENT THE ORGANIZATIONAL RENEWAL PROJECT RECOMMENDATIONS.</p>

The role of the Ministry is to be considered when reviewing management responsibilities and accountabilities in the Division. The responsibility of Ministry staff to provide policy advice to the Minister and to exercise a general oversight of the agencies for which the Minister is responsible, is both appropriate and essential. There is a risk however, should the Ministry take on some of the management responsibilities of the Division in that the lines of responsibility and accountability can be blurred, resulting in error and misunderstanding.

When the Division was merged with the Ministry, the Division lost its financial controller, internal audit, planning and research functions. These are key tools in any well-managed enterprise which ensure compliance with policy and financial accountability . A case for the centralization of some management functions might be made when dealing with a small administrative unit in a Ministry. In the case of the Division however we are of the view that these oversight arrangements should be re-established.

In our view, it is important that the Division have an appropriate range of management tools. As explained later in this report, cost centre budgets are not credible to cost centre managers. They are not based upon operational plans, are not enforced and are subject to last minute changes. In a period of such severe financial restraints, efficient Divisional financial and cost controls are essential.

RECOMMENDATION 2

**IT IS RECOMMENDED THAT THE CORRECTIONAL SERVICES
DIVISION APPOINT A DIVISIONAL CONTROLLER.**

III The ARA Consulting Group Report

As part of our review, we studied the Report and Recommendations prepared for the Correctional Services Division by the ARA Consulting Group dated February, 1996. This Report produced many findings related to the unsatisfactory state of accountability and reporting within the field structure of the Division. The Report noted that the Regional Directors and Regional Managers "...do not appear to constitute effective links in the accountability chain between the ADM and the cost centre managers."

It was clear from the ARA Report that organization renewal was necessary and that there were widely differing views within the Division as to the appropriate solution. The consultants developed a variety of options for consideration. A steering committee, created for the purpose of reviewing these options, could not agree on a solution because of differing management philosophies and priorities. Ultimately, the ADM produced a District Model which was described in some detail in the ARA Report. It stated that his model would "clarify accountability, reduce costs, enable speedy decision making, and allow for the eventual return of decision making and accountability to the cost centre level." At the same time, the report raised cautions about the breadth of the ADM's activities, the advantage of integrating institution and community functions at the cost centre manager level and the difficulty of monitoring and enforcing consistent application of operational policies and procedures across seven districts.

We are in general agreement with the ARA Report, and are pleased to note that the organizational restructuring being implemented by the ADM effective October 1, 1996, follows the proposals in the ARA Report.

IV The Incident Reporting Request - August 29, 1996

As a consequence of obvious frustration over the failure of field personnel to keep the Divisional headquarters (and as a result, the Minister) properly informed about significant incidents or contentious issues, the ADM, on August 29, 1996, implemented a formal incident reporting system. The very detailed and specific nature of this system reflects the breakdown of a culture of accountability within the organization. Field personnel did not have an adequate sense of the need to keep headquarters and the Minister properly and promptly informed of incidents and issues in order that the Minister and his staff could fulfill their responsibilities to the Legislature and the public.

The August 29 reporting system is extremely detailed and prescriptive, and obviously designed to establish, within the field organization, a sense of both the issues and the urgency of reporting. Recognizing the great importance of timely reporting of incidents, there may be some functional implications for Adult Institution, Adult Community, and Young Offender Operations resulting from stringency of the reporting regime. A review of the reporting process from an operational perspective, after a reasonable trial period, would highlight any difficulties which would be addressed through adjustment to the reporting regime which must remain a fundamental requirement.

It is to be hoped that with the implementation of the new organization structure and the very close relationship between Divisional Headquarters and the cost centres, a new culture of communication and accountability will result. This new culture will likely, over time, enable the ADM to modify the highly prescriptive reporting system to one based on clear principles, guidelines and a shared recognition of the reasons behind the need for such a system.

RECOMMENDATION 3

IT IS RECOMMENDED THAT AFTER THE ORGANIZATION CULTURE HAS IMPROVED TO AN ACCEPTABLE LEVEL, THE CURRENT REPORTING PROCEDURES BE REVIEWED.

V The Restructuring Announcement of September 4, 1996

4. THE NEW ORGANIZATION

Effective October 1, 1996, a new management organization for the Correctional Services Division replaced one that had been in existence for 12 years.

The new organization is striking in its simplicity:

- there is only one level of management between the cost centre managers and the ADM;
- the District Administrator's role is limited to the supervision of the cost centres and operate with a staff of two;
- the extensive Regional administrations have been eliminated;
- a consolidated Operations Directorate provides a single focus of guidance for each of the Divisions' three business lines;
- the lines of accountability are short, simple and clear; and
- a Manager, Financial Resources is being added (this is consistent with our recommendation for a Divisional Controller).

We believe that the new organization is well-suited to meet current needs and is adaptable to further consolidation within the Division in the future.

However, we would make the following observations.

5. NEED FOR BOTH OPERATIONAL AND MANAGEMENT COMMITTEES

We question the need for both the Operational and Management Committees since the membership of the two is almost identical. The Committees are composed of very busy; geographically dispersed people. Getting them together will not be easy; teleconferencing will be a more cost effective alternative. Given the significance of issues that can occur and the Minister's need to be aware of an incident in a timely fashion, we are of the view that the group should meet together or by teleconference every morning, without fail, at a specific, early hour, e.g.; 8 am. This would

provide the opportunity to deal with operational issues as well management matters requiring immediate attention. This regularity will oblige staff to keep on top of developments, while enabling business to be cleared up quickly while providing sensitive and speedy response on matters of immediate concern. These meetings should not be used as a forum to discuss management issues of longer term concern or of significant complexity, doing so will detract from the original purpose of the morning meeting.

The Executive Assistant to the ADM could serve as secretary to the group and where necessary, ensure that documentation and an agenda are faxed out late each day for the next morning's meeting.

RECOMMENDATION 4

IT IS RECOMMENDED THAT THE ADM'S COMMITTEE MEET EACH MORNING AT AN EARLY HOUR TO REVIEW AND DISCUSS REPORTS ON EVENTS OF THE PRECEDING 24 HOURS.

RECOMMENDATION 5

IT IS RECOMMENDED THAT THE CORRECTIONAL SERVICES DIVISION COLLAPSE THE OPERATIONAL AND MANAGEMENT COMMITTEES INTO ONE COMMITTEE.

6. OPERATIONAL AUDIT

It is our understanding that an individual responsible for Security, Standards and Compliance will be located under the Provincial Manager Adult Institutions.

We suggest that all audit, standards and compliance activities be consolidated in one position reporting to the ADM. In later sections of this report we place significance on rigorous institutional self-audit, and centrally directed comprehensive audit routines based on the best available standards. This is an important way of instilling accountability, pride and discipline in the Division.

RECOMMENDATION 6
IT IS RECOMMENDED THAT THE CORRECTIONAL SERVICES
DIVISION CONSOLIDATE THE AUDIT, STANDARDS AND
COMPLIANCE ACTIVITIES IN ONE POSITION REPORTING
DIRECTLY TO THE ADM.

7. FINANCE AND HUMAN RESOURCE REPORTING
RELATIONSHIPS

In the ARA Consulting Group Report there was an indication in the "District Model" that the finance and human resource people in the field would report directly to the Managers of Finance and Human Resources in Division Headquarters. This reporting relationship is only advisable if, for example, the field financial person is serving more than one cost centre and crosses the field organization. Otherwise, the finance and human resource persons in the field should be attached to the manager they serve. It is understood that professional direction and standards flow from the Managers of Finance and Human Resources, but the accountability of the line managers must be unequivocal.

RECOMMENDATION 7
IT IS RECOMMENDED THAT THE CORRECTIONAL SERVICES
DIVISION SHOULD ENSURE THAT FINANCE AND HUMAN
RESOURCE PERSONNEL IN THE FIELD BE ATTACHED TO THE
LINE MANAGER THEY SERVE.

8. OPERATIONS DIRECTORATE JOB TITLES

We would suggest that the three positions in the Operations Directorate be called Director rather than Manager to distinguish them from the other Manager positions in Division Headquarters. These Operations positions are both crucial and substantially different from the others, because they provide direction to each of the three principal business lines of the Division.

RECOMMENDATION 8
IT IS RECOMMENDED THAT THE CORRECTIONAL SERVICES
DIVISION RENAME THE THREE SENIOR POSITIONS IN THE
OPERATIONS DIRECTORATE AS DIRECTOR.

9. CLASSIFICATION

We were informed that the Ministry, following discussions, decided that the Superintendents of the major institutions should be classified as SMG II, one level below that of the ADM and the same level as the former Regional Directors. Some have argued that this decision may have contributed to confusion in respect to the accountability within the Division. This being the case, the classification decision referred to above should be revisited to ensure the position description to more accurately reflects the responsibilities of the job.

RECOMMENDATION 9

IT IS RECOMMENDED THAT THE CORRECTIONAL SERVICES DIVISION REWRITE THE POSITION DESCRIPTION TO ENSURE ACCURACY IN RESPECT OF THE RESPONSIBILITIES AND IF SUBSTANTIATED, BRING THE CLASSIFICATION OF THE SUPERINTENDENTS OF MAJOR INSTITUTIONS BACK IN LINE WITH THE NEW ORGANIZATION STRUCTURE.

10. THE MINISTRY OF CORRECTIONAL SERVICES ACT AND REGULATIONS

The organizational changes implemented on October 1, 1996, are a major step in the direction of simplifying and clarifying accountability in the Division. However, organizational and classification changes must be seen to be consistent with the Ministry of Correctional Services Act (RSO 1980, Chap. 275) and Regulations. The Act places specific responsibilities on Superintendents. Regulation 649, created under the Act goes even further in prescribing the responsibilities of Superintendents.

The Minister is responsible for the administration of the Act and may delegate his powers or duties to the Deputy Minister or any other officer.

In order to reinforce the objective of the organizational changes and make the legal foundation of the new organization quite clear, it is important that government legal officers review the new organization of the Division in light of existing legislation and if required, draft appropriate amendments to the Act and Regulations.

The authority of the ADM's, Provincial Managers and the new District Administrators to fulfill their roles should be absolutely clear. The current practice in the field of second guessing about authority should be stopped.

RECOMMENDATION 10

IT IS RECOMMENDED THAT THE CORRECTIONAL SERVICES DIVISION ENSURE THAT THE MINISTRY OF CORRECTIONAL SERVICES ACT AND REGULATIONS AND THE MINISTRY DELEGATIONS OF AUTHORITY ARE MADE CONSISTENT WITH THE ORGANIZATION STRUCTURE IMPLEMENTED OCTOBER 1, 1996 AND THE AUTHORITY AND ACCOUNTABILITY OF THE ADM AND THE DISTRICT ADMINISTRATORS BE CLARIFIED.

VI THE EXISTING MANAGEMENT ACCOUNTABILITY FRAMEWORK

An effective accountability regime must be based upon clear, measurable objectives, and very clear lines of authority. The regime must provide for both operational and financial accountability.

11. OPERATIONAL ACCOUNTABILITY

The Organizational Renewal Project carried out in 1995 resulted in the production of Mission, Vision and Values Statements, that are valid and relevant. However, these general statements have not as yet, been carried to the next level of being translated into quantitative, measurable objectives for which managers can be held to account.

The Mission Statement covers all of the points in the Vision Statement. In turn, the Objectives cover all of the points in the Mission Statement. For the Objectives to be meaningful, they must be measurable and the office holders within the organization held to account for meeting them.

For example, Objective number four is:

**"TO PROVIDE SAFE, SECURE AND HUMANE
PROGRAMS OF CUSTODY AND SUPERVISION".**

A worthy objective, but is it being achieved? Does the organization know if it is being achieved? Is each relevant element of the organization being held to account for its achievement? The answer is - not at present.

To know the answer to the above questions, the Objective must be analyzed. It deals with three qualities: safe, secure, humane; and two operations: custody and community supervision.

Thus, to measure performance against the Objective, six parameters must be measured:

- safe custody;
- secure custody;
- humane custody;

- safe supervision;
- humane supervision and
- secure supervision.

Safe Custody can be measured by the existence or lack of:

- inmate murders;
- inmate suicides;
- inmate assaults and
- assaults on staff.

Secure Custody can be measured by:

- the number of escapes by level of institutional security.

Humane Custody can be measured by the number of:

- inmate grievances;
- appeals to Human Rights Commission and their outcomes;
- institutional accreditation and
- health care accreditation.

Safe Supervision can be measured by the number of:

- criminal offenses by offenders under supervision.

Humane Supervision can be measured by:

- Parole/Probation services accreditation.

Secure supervision can be measured by:

- the percentage of case summaries that are properly completed on time.

Thus, the Correctional Services Division can develop performance indicators and be held accountable for its performance with respect to its "...safe, secure and humane..." objective. More importantly, it can measure the performance and hold to account every District, Institution and Probation/Parole Office. Further, by

publishing this data regularly (monthly) and on an internal basis, a productive by-product may be that constructive competition will develop to improve performance. No conscientious manager wants to have the poorest performance. The result is an information system that tends to generate improvement by itself without persistent intervention by senior management.

To be effective there must be regular and consistent monitoring of results by each level of management and discussion of those results in the form of constructive criticism on a timely and on-going basis.

While the above example is based upon one published Objective, the same process of developing measurable performance indicators must be agreed to, understood and applied to each objective. If measurable performance indicators cannot be identified the objective should be abandoned or a revised, measurable objective chosen.

A meeting was held with the ADM and three of his managers from the Operations Directorate to discuss this concept of operational accountability using very specific performance indicators. The performance indicators for Objective number 4 were well received as were the suggestions as to their pragmatic value. The development of performance indicators for other Objectives were discussed and some additional indicators were developed. However, during the course of the discussion it became clear that:

- a full set of indicators can only be developed with the active participation and knowledge of people within the Division and
- the Vision, Mission and Objectives statements need modification to ensure that the final product is measurable and the Division can be held properly to account.
- and therefore, the development of a full set of indicators was beyond the scope of this assignment;

We were pleased to note that the Division senior managers decided to embark immediately on the development of a comprehensive set of performance indicators. These indicators will be used to monitor cost centre performance.

RECOMMENDATION 11
IT IS RECOMMENDED THAT THE CORRECTIONAL SERVICES
DIVISION DEVELOP DETAILED MEASURES OF PERFORMANCE
FOR EACH DIVISION OBJECTIVE.

RECOMMENDATION 12

IT IS RECOMMENDED THAT THE CORRECTIONAL SERVICES DIVISION DEVELOP A PERFORMANCE ACCOUNTABILITY REGIME THAT REPORTS THE PERFORMANCE OF EACH COST CENTRE AGAINST THE MEASURES OF PERFORMANCE FOR EACH DIVISION OBJECTIVE.

1. PERFORMANCE LOG SYSTEM

It may be helpful to put in place a performance log system to record the performance of individuals. This would allow supervisors to maintain a record and a reference to both positive and negative issues at the time that they occur. To be effective, performance log entries must be shared with the individual at the time of the occurrence or incident. The performance log then is used as a reference document for the preparation of annual evaluations.

RECOMMENDATION 13

IT IS RECOMMENDED THAT THE CORRECTIONAL SERVICES DIVISION ESTABLISH A PERFORMANCE LOG SYSTEM TO MAINTAIN A RECORD OF BOTH POSITIVE AND NEGATIVE ISSUES AT THE TIME THAT THEY OCCUR.

12. FINANCIAL ACCOUNTABILITY

Sound financial accountability can only be achieved by managers being held to account against a clear, detailed budget. The budget in turn, must be based upon realistic operational plans. The financial performance must be reported promptly. It is reasonable to expect a modern computerized system to report the financial position daily against budget of all cost centres and to all designated levels of management.

The financial reporting system of the Correctional Services Division would appear to be inadequate with the result being that neither the Correctional Services Division nor any of its costs centres can be held accountable for performance against the budget.

At present, the Ministry's Resource Allocation Unit allocates money to cost centres, with no obvious relationship to the workplan. The result is that cost centre managers have little commitment to their budgets.

We were advised that the ADM under the new organization plan announced September 4th, 1996, has made provisions for an appropriate accounting regime which will include a computerized financial reporting system.

An integrated, computerized Division-wide system will take some time to develop. In the interim, basic controls can be implemented much sooner using faxes, couriers or other less sophisticated processing.

It is important to get a reasonably accurate, responsive, manual system in place as soon as possible. The experience gained in setting up an effective manual system will ultimately enhance the quality of an integrated computerized model. Further, the Division should strive to adapt off the shelf software rather than embark on custom designed systems.

RECOMMENDATION 14

IT IS RECOMMENDED THAT THE CORRECTIONAL SERVICES DIVISION ESTABLISH A DETAILED FINANCIAL BUDGET FOR EACH COST CENTRE AND MONITOR PERFORMANCE AT LEAST MONTHLY.

RECOMMENDATION 15
**IT IS RECOMMENDED THAT THE CORRECTIONAL SERVICES
DIVISION ESTABLISH A COMPUTERIZED FINANCIAL
NETWORK THAT DISPLAYS THE CURRENT POSITION OF COST
CENTRES AGAINST BUDGET AT ALL TIMES TO BOTH COST
CENTRES AND DIVISION HEADQUARTERS.**

13. CLEAR LINES OF AUTHORITY

The restructured organization announced September 4th, 1996, provides for a more efficient organization. All of the criteria for selecting a new structure set out in the ARA Consulting Group Report have been met.

The new structure will:

- reduce management and administrative costs;
- facilitate additional changes that are likely to occur;
- reinforce effective operational and financial accountability;
- reinforce the authority of cost centre managers;
- dramatically enhance information flows;
- facilitate allocation of resources amongst cost centres and
- provide technical advice to the field in a cost/efficient manner.

Of particular note is the small, compact group in Divisional Headquarters designed to provide policy advice to the cost centres and maintain close, responsive contact with them. We support the new role for the District Administrator as being direct supervision of the cost centres without the burden of any District level bureaucracy.

14. AUDIT AND INSPECTION

Any large complex organization requires policies and procedures and in some instances rules and regulations. These may pertain to the individual responsibilities of office holders, incident reporting, and financial accountability. Many modern organizations empower local managers and others to make a range of decisions within their level of competencies. In this environment it is important that those at the top of the organization be reassured that appropriate measures are in place and that rules are being followed. This requires an audit and inspection component.

This is particularly true for any financial or operational reporting system. There must be regular financial and operational audits to ensure that the system is functioning as intended according the rules and reporting information which accurately reflects what is actually occurring.

When Corrections was merged with the Ministry of the Solicitor General, the operational audit function was removed from Corrections. While the Ministry's audit function has apparently performed well, we applaud the Correctional Services Division's decision to re-establish an audit and review function within the Division to provide managers at all levels with assurance that there is proper compliance with Division standards, procedures and that the reporting systems reflect reality.

Further, the Ministry's Operational Review, Audit and Investigations Branch should be complimented for creating the Institution/Facility, Self-Audit Workbook. (Revised December, 1995). This Workbook is designed to help Superintendents conduct an audit of their own institutions to assure compliance with all relevant procedures, regulations and the law. It consists of 22 pages of check-lists designed to guide institutional staff through a detailed review of both physical and dynamic security.

The use of this Workbook should be mandatory for all institution/facility managers who should be required to attest quarterly to the ADM that the facility has been reviewed using the Workbook.

RECOMMENDATION 16

IT IS RECOMMENDED THAT THE CORRECTIONAL SERVICES DIVISION MAKE THE USE OF THE SELF-AUDIT WORKBOOK FOR SECURITY COMPULSORY FOR ALL INSTITUTIONS/FACILITIES AND ASSURANCE OF COMPLIANCE SHOULD BE PROVIDED BY SUPERINTENDENTS TO THE ADM ON A REGULAR BASIS.

It is important to note that this Workbook deals only with security. There are many other aspects vital to the efficient operation of an institution/facility.

The Operational Review, Audit and Investigations Branch should be instructed, as a matter of urgency, to develop self-audit workbooks, based on accepted correctional standards such as those of the American Correctional Association (ACA), for all other aspects of and institution/facility operation. Superintendents should be required to put these new workbooks to use as soon as they are available.

Further, the contents of the security Workbook should be reviewed against the appropriate ACA standards to determine if further improvements can be made.

RECOMMENDATION 17

IT IS RECOMMENDED THAT THE CORRECTIONAL SERVICES DIVISION DEVELOP SELF-AUDIT WORKBOOKS, BASED ON THE ACA MODEL, COVERING ALL OTHER ASPECTS OF INSTITUTIONAL/FACILITY OPERATIONS AND ONCE APPROVED, THEIR USE SHOULD BE MADE MANDATORY.

15. ACCREDITATION

Accreditation of professional operations is common to prisons and law enforcement in the United States. Accreditation of correctional activities, however, has not made significant inroads in Canada as yet. We have been advised that at one time many of the institutions of Corrections Canada were accredited. This is no longer the case. The current Commissioner of Corrections Canada expressed the view that, while he agrees with the concept of accreditation, he felt the American standards were not directly applicable to the Canadian scene.

Accreditation means that organizations are measured against a set of publicly recognized standards and procedures which indicate the level of competencies and performance of the organization and its staff. Accreditation demonstrates, publicly that an institution or probation/parole office is performing in accordance with agreed to and approved standards. Accreditation itself is not a panacea, but can be a useful measurement tool.

We are advised that the Accreditation Standards developed by the American Correctional Association using American and Canadian experts have been widely recognized as the best in existence and would appear to have equal applicability to the Canadian scene. In examining the ACA standards it will be important to bear in mind that the standards do not contribute to the high level of incarceration in the United States.

The ACA Standards cover the full range of correctional operations including administration, budget, personnel, medical services, safety, sanitation, security, education and other important program areas. Although we have not reviewed all ACA standards in detail, we are of the view that the concept of accreditation is worthy of consideration.

Standards have been developed for:

- Administration of Correctional Agencies
- Adult Parole Authorities
- Adult Community Residential Services
- Adult Correctional Institutions
- Adult Local Detention Facilities
- Adult Probation and Parole Field Services
- Correctional Training Academies
- Juvenile Detention Facilities
- Juvenile Training Schools
- Juvenile Community Residential Facilities
- Juvenile Detention Facilities
- Juvenile Community Residential Facilities
- Juvenile Probation and Aftercare Services
- Juvenile Day Treatment Programs
- Small Jails
- Small Juvenile Detention Facilities
- Forestry/Work Camps and Short-Term Incarceration Units
- Adult Correctional Boot Camps
- Substance Abuse Programs
- Correctional Industries
- Electronic Monitoring Programs

To our knowledge no Canadian penal institution is accredited at this time. Informed Ontario Corrections officials are of the opinion that Ontario institutions would not meet ACA standards.

The recently announced Capital Plan is intended to address the issue of many outdated institutions in the Ontario system. The age of an institution is not necessarily a barrier to accreditation. An obvious benefit of accreditation would appear to be that a well developed system would provide the Minister with a practical measurement tool and an appropriate yardstick in measuring standards and performance in the light of an incident.

The recently announced decision to create a strict-discipline facility would seem to provide an appropriate opportunity for the development and testing of 'made in Ontario' accreditation standards.

RECOMMENDATION 18

IT IS RECOMMENDED THAT THE CORRECTIONAL SERVICES DIVISION EXAMINE THE ACA ACCREDITATION STANDARDS AND REPORT THEIR RECOMMENDATIONS TO THE MINISTER. FURTHER, THAT THE STRICT-DISCIPLINE FACILITY BE CONSIDERED AS A TEST MODEL.

VII FRAMEWORK FOR MANAGERIAL INITIATIVE AND INNOVATION

The challenge in any rapidly evolving enterprise is the maintenance of adherence to necessary policies and procedures, without stifling local initiative. This is a particularly sensitive issue in a government department where public safety and security is a primary concern. In these circumstances the public has every right to expect consistent and stringent application of policy and rules; to do otherwise could put public safety at risk. At the same time within the Department, the law and regulations must be applied consistently and fairly; to do otherwise puts the performance and the integrity of the Department at risk. The Minister, subject to a daily question period, will be quickly challenged if there is a significant deviation under either circumstance. The dilemma within the Corrections environment therefore, is to find an acceptable balances between the appropriate application of rules, thus minimizing risk and embarrassment while encouraging reasonable innovation.

Downsizing and re-engineering in which employees are urged to use imagination and initiative to improve service and reduce costs adds to the dilemma.

It is our view that in the Corrections Service Division, a partial answer may lie in the further development of an appropriate clearing-house mechanism to which employees are asked to submit recommendations for change and improvement. To be seen as effective it will need to provide early feed-back and constructive assistance as well as a reward mechanism where employees' ideas have been accepted and implemented. Savings alone should not be the sole criterion for the acceptance of an idea.

We are aware that there is a similar system in place. We were also informed that the lack of feed-back and some form of public acknowledgment that an idea has been accepted, has discredited the system.

In an attempt to achieve an appropriate balance, it will also be important that the issue of managerial discretion be taught and reinforced during training sessions. Managers and other staff must be comfortable in knowing the limits placed on discretion by the law, policy and regulations. They must also feel that the exercise of reasonable initiative where regulatory regimes are silent, will be viewed reasonably. In other words, the message must be that there is room for human error where the rules are unclear or silent; consequences will only apply where errors are repeated.

RECOMMENDATION 19

IT IS RECOMMENDED THAT THE CURRENT SYSTEM FOR THE SUBMISSION AND APPROVAL OF IDEAS AND SUGGESTIONS FROM STAFF BE REVIEWED TO ENSURE THAT IT IS MEETING THE NEEDS OF THE ORGANIZATION AND ITS STAFF WITH EMPHASIS ON EARLY FEED-BACK AND PUBLIC RECOGNITION.

RECOMMENDATION 20

THE ISSUE OF MANAGERIAL DISCRETION WITHIN THE CONTEXT OF THE ONTARIO CORRECTIONS ENVIRONMENT BE AN INTEGRAL PART OF ALL TRAINING COURSES.

VIII PROCESSES FOR MANAGERIAL POLICY INPUT

The current practice of the Correctional Service Division is to have new policy or policy changes drafted at Headquarters, based on consultation with the field. The draft policy is then circulated to the District Administrators for comment. The District Administrators are in turn expected to seek the advice of the appropriate cost centre managers and provide input to headquarters. Additionally, the District Administrators are members of the Divisional Operations Committee which is the forum for discussion of Divisional policy matters prior to finalization. Once these field perspectives and comments are taken into account the policy is approved and issued. This appears to be a very reasonable procedure.

The new organization implemented on October 1, 1996, dramatically shortens the chain of command and should reduce any sense of isolation previously felt by Superintendents and Area Managers on policy matters. The new role of the District Administrators as supervisors of cost centres and not managers of regional bureaucracies should further enhance communication. Finally, the clear focus of product line decisions in one position in Division Headquarters should contribute tangibly to improved communications and a sense of being able to be heard.

In short, the right steps have been taken. Effective coaching will be needed to help change old attitudes. The communication will need to be two way with appropriate feedback on the rationale for accepting some policy revisions, additions, suggestions and not others.

To remove the 'mystery' around the decision making process at the centre, it may be useful to invite one "cost centre manager" on a periodic, rotation basis to be present at the Divisional Operating Committee. This may prove helpful in facilitating understanding and providing a learning experience for "cost centre managers".

RECOMMENDATION 21

IT IS RECOMMENDED THAT CONSIDERATION BE GIVEN TO THE PERIODIC ATTENDANCE ON A ROTATIONAL BASIS OF COST CENTRE MANAGERS AT THE DIVISIONAL OPERATING COMMITTEE.

IX TRAINING AND DEVELOPMENT

16. CULTURE AND MORALE

Our terms of reference included a number of specific issues related to management responsibilities and accountabilities: compliance with established standards, parameters for management discretion and a framework for managerial initiative. In this document we have attempted to address these issues. While the question of morale, attitude and organizational culture is beyond our terms of reference, the recommendations in this report will not produce the desired results unless there is a sense of enthusiasm, pride and team-work from top to bottom in the Division. These qualities exist at the senior level, yet are reported to be absent at the front line.

Senior management is very much aware of this problem, and can recite many anecdotes by way of illustration. The reported reasons are many and include: Superintendents who have tolerated inappropriate behavior; decisions by central agencies; a militant union that became accustomed to by-passing management and going directly to the political level; discouraged middle managers whose decisions, which were felt by some to be reasonable, were not supported.

This report suggests how to establish clear, measurable performance standards. There is an urgent need for these to be developed and applied. Enforcement of adherence to standards needs to be fair but strict with consequences for proven failure to comply. Performance evaluation must be results-based, a year around exercise and constructive. The performances log system can be very helpful in this regard.

Where repeated inadequate performance is evident, it must be dealt with. The Division will require the support of the Deputy Minister and the Minister in tackling this problem.

While the means for rewarding superior performance are limited in a government department, there are some. One such example may be the development of a hierarchy of citations presented in the company of one's peers. Other 'rewards' might include being selected for a particularly desirous seminar or training course. In short, it is as important to reward superior performance as it is to have consequences for performance which is deemed to be inadequate.

We were pleased to learn that the Division was planning to contract a study of the organizational culture of the Division. Such a study is needed.

Proper selection and training tools based on job related standards and measures are key to the success of any organization. The new recruit selection process is an important step in the right direction. A very difficult challenge will be how to ensure that outdated and improper ideas and approaches are not allowed to persist in spite of modern advances and course training standards. A significant part of the answer will rest in the selection of instructors, coaches and mentors. The Superintendents will be key in this matter.

Cross-training between the institutions and probation and parole may also be helpful. The generally better educated probation and parole officers may be able to modify the atmosphere in some institutions.

There may be a role for public input. The Correctional Service of Canada requires every institution to have a Citizen's Advisory Committee whose members are carefully chosen for their objectivity and independence. Committee members have the right to visit any part of the institution at any time. They provide a number of benefits:

- they keep the institution staff alert to obeying the rules;
- they support staff in dealing with an obviously unreasonable inmate;
- they support staff by observing incidents in progress and attesting to the role of the staff, and
- they can be very credible spokespersons in the dialogue between the institution and the community.

17. RECRUITMENT

The COSTART Program announced recently by the Minister, is an important, progressive step. Under this new program, candidates for the position of correctional officer must go through an extensive process of screening before being admitted to the recruit training program. Candidates are assessed for personal suitability, physical capability, they must have St. John's Ambulance qualifications and are subject to an extensive reference check.

Having been admitted to the training program, recruits are trained under two newly developed curricula; one for adult institutions, the other for juvenile facilities. The candidates are responsible for their own tuition and are offered employment only after their personal and technical performance on the training program has been assessed.

18. CAREER PROGRESSION

The traditional interview process is no longer, by itself, appropriate for selecting people for supervisory or management positions. It is encouraging to note that the ADM has recently instructed his staff to produce a series of minimum qualifications for each level in the organization. These qualifications should include personal suitability, education and corrections-related management training and be job oriented.

19. MANAGEMENT TRAINING

We detected a significant lack of management training. It is important that individuals be prepared to assume greater responsibilities.

Actions already taken within the Division and the foregoing Report and Recommendations call for a substantial change in the management culture of the Division. Such changes will not be brought about easily or quickly.

Implementation of the many changes either now underway or proposed will require a heavy emphasis on training, particularly management training. Further, it is important that the management training be directly related to the corrections environment.

RECOMMENDATION 22

IT IS RECOMMENDED THAT THE CORRECTIONAL SERVICES DIVISION, EMBARK ON AN INTENSIVE PROGRAM OF CORRECTIONS RELATED MANAGEMENT TRAINING.

RECOMMENDATION 23

DEVELOP A TRAINING AND QUALIFICATIONS CONTINUUM MANDATORY FOR CORRECTIONAL PROFESSIONALS AS THEY PROGRESS THROUGH CAREER LEVELS.

20. THE PRIVATE SECTOR

We contacted a large private sector operator of prisons in the USA to learn how headquarters holds its wardens accountable.

a) Accounting Controls

The Company's accounting network is fully integrated and fully computerized. Each institution has a detailed operating budget and the warden is authorized to make a wide range of expenditures within his budget. Expenditures are posted daily or weekly and the institution's financial position with respect to budget is known immediately both at the institution and at national headquarters.

b) Operational Controls

Operational controls are based on:

- reporting measurable results and
- institutional self - audit.

The measurable results include:

- daily overtime usage;
- staff grievances;
- staff turnover;
- sick leave;
- staff accidents;
- all incidents (by category);
- inmate grievances;
- urinalysis results;
- search reports (% of institutions searched daily, weekly, what found);

- minutes of union meetings;
- performance against computerized preventive maintenance schedule;
- warranty maintenance;
- unit costs (on a wide range of topics);
- media reports of note and
- community interaction.

For each of the foregoing, the warden is expected to report on trends, causes and the action to be taken.

Emphasis is placed upon institutional self-audit. Each institution has a full-time compliance coordinator who ensures that each element of the institution conducts its own self-audit against the institution's audit instrument. Each institution develops its own audit instrument based upon the contract with the contracting authority, company internal procedures, institutional procedures, and the standards of the American Correctional Association, and (where applicable) any health care accreditation body. The institution is expected to be in compliance with accreditation standards at all times.

The company maintains full-time Director of Quality Assurance at national headquarters. The Director ensures that each institution has an up-to-date audit instrument, and that it is being used rigorously. He conducts a full compliance audit of each institution each year. The audit team for a compliance audit is assembled ad hoc from throughout the organization and from outside (i.e. representatives of the contracting agency).

In our view the above accountability regime is worthy of review by the Correctional Services Division.

21. THE PUBLIC SECTOR

c) Centre of Criminology

Concurrent with our engagement with the Correctional Services Division, the Centre of Criminology, University of Toronto prepared a selection of readings for a workshop on "Performance Measures in Policing and Corrections" that was being organized by the Centre for the Ministry of the Solicitor General and Correctional Services. The research facilities of the Centre surfaced valuable and current papers.

In addition to material on performance measures for policing, the selection of readings contains seven worthwhile articles on performance measures for corrections. These articles are all relevant to this engagement. The selection of readings of relevance is too extensive to be repeated in this report, but the selection should be obtained from the Ministry and studied by those within the Division who are about to undertake the development of performance based indicators.

It should be noted that, in response to the direction given by the President of the American Correctional Association, the ACA's standards Committee met in August 1994 and launched a program to review their standards and to recommend modifications consistent with the concept of performance measurement. There has been significant progress in this direction and the development of self-audit documents for cost centres as mentioned elsewhere in this Report. Using the ACA standards as a reference point would enable the Division to benefit from the assessment of this work and make immediate progress.

In addition, the paper (in the selection of readings), by Charles Logan, "Criminal Justice Performance for Prisons", prepared for a U.S. Bureau of Justice Statistics-Princeton University project, contains a suggested comprehensive list of things to be measured.

d) United Kingdom

The Key Performance Indicators currently employed by the Prison Service in England and Wales are incomplete and not helpful in a Canadian context. Some of the security related indicators such as escapes and assaults are appropriate as is the measure of overcrowding. However, humane custody, prisoners' rights and program aspects of corrections are not adequately addressed.

e) Saskatchewan

The Corrections Branch of the Saskatchewan Department of Justice has been asked to table performance indicators for the Branch, which will be applied starting the next fiscal year. Since these indicators are currently being proposed to their Treasury Board, they are not available for publication in this Report. They would undoubtedly be available directly to the Division.

An oral description of the proposed performance indicators revealed that they are appropriate and similar to other jurisdictions. It is the intention of the Branch Director to apply these performance indicators to the head of the cost centres. At present the performance appraisal of the cost centre managers and the monitoring of cost centres is similar to the current practice in Ontario.

f) British Columbia

British Columbia does not use performance based indicators and its performance measurement and accountability regime could be described as traditional. The Deputy Minister expressed interest in the outcome of this assignment.

g) The Centre for Justice Statistics

The center for Justice Statistics, a unit of Statistics Canada, stated that it was not aware of any Canadian correctional jurisdiction using a performance based accountability and reporting system.

Conclusion

It would appear that no Canadian correctional jurisdiction has a performance measurement and accountability regime equivalent to what is being used by the private sector.

XI SUMMARY OF RECOMMENDATIONS

1. Implement the Organizational Renewal Project Recommendations.
2. Appoint a Divisional Controller.
3. After the organizational culture improves, the current reporting procedures be reviewed.
4. The operational committee meet each morning to review the events of the previous 24 hours.
5. Reconsider the need to have both Operational and Management Committees.
6. Consolidate the Audit, Standards and Compliance activities in an position reporting to the ADM.
7. Unless there are unusual circumstances, Finance and Human Resource personnel in the field should be attached to the line manager they serve.
8. The three senior positions in the Operations Directorate should be renamed Director.
9. Review the classification of the Superintendents of Major Institutions based on the new organization structure.
10. Delegations of authority made under the Act be made consistent with the organization implemented October 1, 1996.
11. Develop detailed measures of performance for each Division objective.
12. Develop a performance accountability regime that reports the performance of each Cost Centre against the measures of performance for each Division objective.
13. Establish a performance log system.
14. Establish a detailed Financial Budget for each Cost Centre and monitor performance at least monthly.
15. Establish a computerized financial network that displays the current position of Cost Centres against budget at all times to both Cost Centres and Division Headquarters.

16. The use of the self-audit workbook for security should be compulsory for all Institutions/Facilities, and assurance of compliance should be provided by Superintendents to the ADM on a regular basis.
17. Self-audit workbooks, based on the ACA model covering all other aspects of Institutional/Facility operations should be developed urgently and their use made mandatory.
18. The Division should examine the ACA accreditation standards/model and report their findings and recommendations to the Minister.
19. The current system for the submission and approval of ideas and suggestions be revisited.
20. The teaching of managerial discretion be an integral part of all training courses.
21. The periodic attendance of Cost Centre Managers at the Divisional Operating Committee be considered.
22. The Division should embark on an intensive program of management training.
23. The Division should develop a training and qualification continuum for correctional professionals as they progress through career levels.

LIST OF DOCUMENTS REVIEWED

The following documents have been reviewed:

- American Correctional Association
Adult Correctional Institutions Standards
- Corporate Objectives
Correctional Services of Canada
January, 1966
- Mission, Core Values, Guiding Principles
and Strategic Objectives
Correctional Services of Canada
July, 1991
- Report of the Organizational Renewal Project
Correctional Services Division
Ministry of the Solicitor General and Correctional Services.
June, 1995
- Senior Management Restructuring in the Correctional Services Division.
Memorandum and accompanying organizational charts.
September, 1996
- Vision, Mission Statement, Values and Objectives
Correctional Services Division
Spring, 1995
- Contentious Issues
Memorandum Issued by the ADM
Correctional Services Division
Containing detailed instructions and forms to Regions and Areas about the
new requirements for reporting incidents and events.
August, 1996

- Correctional Services Division
Regional Office Review
A Report by the ARA Consulting Group
February, 1996
- Basic Issues in Corrections Performance
Grizzle, Gloria A., et al
National Institution of Justice
U.S. Department of Justice
- Results Driven management
The American Probation and Parole Association
1995
- Performance Based Standards
Lehman and Meyers
Corrections
July 1995
- Performance Measures for the Criminal Justice System
Study Group on Justice Performance Measures
Bureau of Justice Statistics
Logan, Charles H
Princeton University
October, 1993
- Measuring the Performance of Community Corrections
Petersilla, Joan
(See Logan, C.H., above for complete references)
October, 1993
- Business Plan, 1995-96
H.M. Prison Service for England and Wales
Key Performance Indicators
- Rehabilitation Programs for Offenders
The Auditor General of Canada
May, 1996

- Effectiveness Reporting and Auditing in the Public Sector
Canadian Comprehensive Auditing Foundation
June, 1987
 - Report on the Form on Performance Reporting
Parliamentary Centre
Ketchum and Dobell
May, 1996
 - Delegations of Authority Manual
Correctional Services Division
The Solicitor General and Correctional Services
 - Accountability for Compliance and Reporting
Memorandum issued by the ADM
Correctional Services Division
August 28, 1996
 - Ministry of Correctional Services Act
Revised Statutes of Ontario, 1990
Chapter M 22
 - Opportunities for Renewal in Sentencing and Corrections
A Consultation Paper
The International Centre for Criminal Law Reform
and Criminal Justice Policy
Vancouver, B.C. Canada
April, 1995
 - Towards Improved Corrections: A Strategic Framework
The International Centre for Criminal law Reform
and Criminal Justice Policy
University of British Columbia
Vancouver, B.C. Canada
 - Corrections in Canada
Policy and Practice
John Ekstedt and Curt Griffiths
1984
-

LIST OF PERSONNEL INTERVIEWED

The following individuals were interviewed in relation to the Correctional Services Division enquiry:

Elaine Todres
Deputy Solicitor General and
Deputy Minister of Correctional Services Minister
175 Bloor Street East,
Toronto, Ontario

Neil T. McKerrell
Assistant Deputy Minister
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101 Bloor St. West
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Maureen Maloney
Deputy Minister
Ministry of the Attorney General
British Columbia

R.J. Till
Executive Director of Corrections
Corrections Branch
Department of Justice
Saskatchewan

John Rama
Assistant Commissioner
Human Resources
Correctional Services of Canada
Ottawa, Ontario

Lucie McClung
Senior Deputy Commissioner
Correctional Service Canada
Ottawa, Ontario

Brendan Reynolds
Assistant Commissioner
Policy and Intergovernmental Affairs
Correctional Services Canada
Ottawa, Ontario

D. Sauve
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Technical Assistance Directorate
Canadian Centre for Justice Statistics
Ottawa, Ontario

Louie DiPalma
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Adam Borgida
Provincial manager
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Bob Verdeyen
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Tom O'Connell
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Assistant Deputy Minister
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Ole Ingstrup
Commissioner
Correctional Services of Canada



Ministry of the
Solicitor General and
Correctional Services

Ministère du
Solliciteur général et des
Services correctionnels

FOR IMMEDIATE RELEASE

CORRECTIONAL MANAGEMENT REPORT RELEASED

November 4, 1996, Toronto -- Solicitor General and Minister of Correctional Services Robert Runciman today released a consultant's report recommending changes to the way correctional managers perform their duties and are assessed for their performance.

The 41-page report was prepared by the firm KPMG Associates under the direction of former RCMP Commissioner Norman Inkster. It was commissioned by the minister early in September to identify areas for improvement in management accountability in the ministry's Correctional Services Division.

"The public has a right to expect that decisions made by correctional officials will be fair, consistent and within the proper scope of their authority; and that there be measurable performance standards in place for all aspects of correctional management," Mr. Runciman said.

The report makes 23 recommendations for the improvement of management policies, systems and procedures in Ontario's 49 correctional institutions and 40 probation and parole area offices. Recommendations for action include:

- Adopting detailed performance measures for managers which are tied to the ministry's overall objectives;
- Establishing a comprehensive budgeting process and effective monitoring systems;
- Developing an intensive corrections-related training program for managers.

The report endorses the management restructuring initiative announced September 6, 1996, aimed at reducing costs and improving information flow, calling it "...striking in its simplicity".

The consultants also praise the new methods for recruiting and training correctional officers introduced this fall. The report echoes the ministry's concern with the workplace culture and urges further effort to examine and improve the attitudes and commitment of correctional staff members towards the difficult work they do.

“The accountability report I am releasing today, combined with the administrative and infrastructure measures I announced last September and further changes now being finalized, will transform Ontario’s correctional system,” the minister said.

The KPMG report is one element of a comprehensive plan for the reform of Ontario’s correctional system announced in September. Plans are proceeding for the renewal of Ontario’s jail infrastructure, as well as a full review of the workplace corrections ‘culture’ and the first reorganization of the senior management structure in 12 years. Improved recruitment and training procedures for correctional officers have already been implemented.

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NOTE TO EDITORS: Copies of the report entitled *Management Responsibilities and Accountabilities in Ontario’s Correctional Services Division* are available on request.

For further information:

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Ce document est aussi disponible en français.

Executive Summary

This study of Management Responsibilities and Accountabilities was undertaken for the Correctional Services Division, between September 23, 1996 and October 15, 1996. The Report of the extensive Organizational Renewal Project completed by the Correctional Services Division in 1995 was reviewed and the implementation of the Report's recommendations is endorsed.

The decision of the ADM Correctional Service to implement the organization plan in the Report of ARA Consulting Group is supported with some additional suggestions. The need for both an Operational and a Management Committee is questioned. There should be a position reporting to the ADM, responsible for audit and standards compliance. The classification of the Superintendents of the larger institutions appear to be out of line and should be reviewed. There is a need to adapt the Ministry of Correctional Services Act and Regulations in light of the new organizational realities.

The existing management accountability framework is not adequate and very specific suggestions for improvement are made. Performance measures should be developed for both the Division and each cost centre based on each of the Division's formal Objectives. A specific example is presented. A performance accountability regime based on the specific performance measures should be developed. A Divisional financial officer should be put in place reporting to the ADM. A detailed financial budget, based on operational plans, should be developed for each cost centre and a computerized financial network established. The Division should develop the capability to do research, planning and audit.

A rigorous system of audit and inspection should be implemented based upon self audits that are certified by the cost centre manager. Self audit should be based on the material already developed for security. Additional material for other aspects of operations should be developed based on the model/standards of the American Correctional Association (ACA).

The Division should examine a model of accreditation for application to its operations. The model designed by the ACA is described in general detail and would be a useful starting point. It appears that no public sector correctional jurisdiction in Canada has a performance measurement and accountability regime equivalent to that being used in the private sector.

Finally, it is recognized that the many changes both underway within the Division and proposed in this Report will require a significant change in the management culture of the Division. This change will require an intensive program of corrections-related management training.

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